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T/V/M-4
22 December 1964

U N I T E D S T A T E S I N T E L L I G E N C E B O A R D

COMMITTEE ON DOCUMENTATION

TASK TEAM V - BIOGRAPHICS

Minutes of the Fourth Meeting, 15 December 1964

Members or Their Representatives Present

25X1A	CIA	- Mr.	[redacted]
		- Mr.	
		- Mr.	
	DIA	- Mr.	
	STATE	- Mr.	Mitchell Stanley
	NAVY	- Mr.	Marvin E. Van Dera
		- Mr.	William Urick
	ARMY	- Mr.	Paul Anderson
25X1A	NSA	- Mr.	[redacted]
		- Mr.	
	AIR FORCE	- Mr.	Kermit C. Bashook
		- Maj.	Louis A. Gomes
	I&NS	- Mr.	John L. Keefe
	FBI	- Mr.	Earl W. McCoy
	SS	- Mr.	Frank S. Stoner
	CSC	- Mr.	Pearley G. Buck
25X1A	CSS	- Mr.	[redacted]

Others Present

None

1. The minutes of the previous meeting were approved.

2. The Chairman next summarized the activities of the study group appointed as a result of the Warren Commission Report to assess the needs for automating the Protective Research Section files of the Secret Service. The Chairman read paragraph 5 of the report and subsequently obtained copies of the complete report appended hereto.

Group I
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3. The Team next considered the facts that had been submitted by the various members and the fact finding paragraph of the Terms of Reference. The Chairman first briefly summarized the results that had been obtained to date. All participating agencies had indicated the size of the index and the type of cards comprising the index. It was agreed that although it had not been specifically requested in the Terms of Reference, the growth in the size of the index was a desirable fact to report. Most agencies reported this figure on the spot, others will supply this information to the Secretary by telephone.

4. The Chairman pointed out that the reporting of paragraph 3. b. in the Terms of Reference had not been consistent. This has turned out to be a relatively difficult element to report simply, and it was suggested that in lieu of using the textual returns on this subject, the Secretary should obtain from members two facts in this area. The first is whether the index contains substantially U.S. names, foreign names, or a significant mixture of each type. The second is whether the index is substantially counterintelligence, security or positive intelligence in nature.

5. In regards to paragraph 3. c. & d., the Secretary reported to the group that the textual answers, although responsive in all cases, were difficult to compare objectively. Discussion then ensued concerning a more positive way of obtaining the information required in this area. After detailed examination of the meaning of several important words, such as requests, searches, positive or negative response, maintenance of the index, no records, etc., the group agreed upon the following items to which each representative would respond:

1. Index size (in millions)
2. Type of unit record (3 x 5, IBM, etc.)
3. Increase per year (in millions)
4. Single or multiple reference
5. Predominately US, Foreign or both
6. PI, CI or Security
7. Total number of requests per day
8. Average number of name searches, (individual name look-up) per request
9. Number of searches per day for maintenance
10. Total number of searches per day (Items 7 x 8 + 9)
11. Percent of requests (7) that are no record (at index level)
12. Percent of number of requests (7) that are from other agencies
13. Percent of external requests (12) that result in no record.

It was further agreed that a substantial amount of this information is already available from the material submitted; the Secretary will contact appropriate members for whatever additional information might be required.

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The Secretary was then requested to provide this compiled information to the Team members, preferably before, but not later than the next Team meeting.

6. The Team reflected for a short time on some of the steps that must be taken beyond the fact finding phase which should be fairly well concluded in the next several meetings. The obvious need for careful consideration of basic name elements was considered and the Chairman requested each member to bring to the next meeting a short description of the rules that are followed by the various agencies for the sequencing and look-up of names. Such questions as how the name elements are handled, articles, prepositions, compound names, name variants, truncations, alphabetical order, etc. were considered. The Chairman pointed out he did not desire a complete manual but merely a short description of the most important aspects of this subject. Along this line, the Chairman indicated he would supply the group with whatever available information he can on the subjects of name element structure, name analysis, etc.

7. The group adjourned by agreeing to meet at 0930 hours on 7 January 1965 at CIA Headquarters.

[redacted] 25X1A

Secretary

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Potential Need for Automating the
Protective Research Section (PRS) Files of the
United States Secret Service

A. Background

A study group was directed to determine whether there seems to be sufficient advantage in automating the Protective Research Section (PRS) files to warrant a full-scale system development effort. Such an effort was proposed by the U. S. Secret Service in its planning document of August 27, 1964. The study group was to present findings, recommendations, and a general plan for implementing its recommendations. The group consisted of:

Mr. James E. Scott, Jr., Commerce and Finance Division,
Bureau of the Budget

Mr. Clark R. Renninger, Office of Management and Organization,
Bureau of the Budget

Mr. Nicholas Schauer, Department of the Treasury

25X1A Mr. [redacted] Central Intelligence Agency

Dr. Peter Bing, Office of Science and Technology

B. General description of the PRS files

The PRS files contain information about persons or groups who may be a danger to the President. Generally, they consist of (1) a file of 240,000 3" x 5" index cards, each card containing the name, other selected identifying information, and a dossier number, and (2) a file of 55,000 dossiers, each dossier containing the investigative and other related material. The index cards are maintained alphabetically, although duplicates are arranged in geographical and other sequences to facilitate alternative ways of searching for names. These index files are used to determine whether individuals are in the file and, as necessary, to obtain the number of the dossier in which investigative material is located. The dossiers are maintained in numerical sequence.

A special index of the cases considered most dangerous is maintained on a district basis to facilitate prompt referrals of names to the local Secret Service Office when a Presidential trip is scheduled in a given area. This file (referred to as the "trip" file) has grown from 200 names to 800 names within the last year.

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Information is collected for the files on the basis of criteria specified by the Secret Service and furnished to law enforcement and intelligence agencies and to the White House mail room. The bulk of information referrals (about 325 per day) come from the White House mail room and the FBI, although other referrals are made by military intelligence agencies, Bureau of Immigration and Naturalization, Post Office, State Department, CIA, state and local police departments, and others.

About 550 searches are made against the index files each day. These searches are usually triggered by:

1. Receipt of new or additional information regarding potential dangers to the President.

2. Callers, tradesmen, contractors, etc., who request entrance into the White House grounds.

3. Presidential trips which require a check of all persons who will come into close association with the President (e.g., hotel employees, airline employees, ushers, etc.)

4. Information requests from other Government agencies.

More detailed data describing the size of the files, workload activity and manpower required for its maintenance and operation are shown in the following tabulation:

SELECTED DATA ON SCOPE AND ACTIVITY OF PRS FILES

	Estimated Current Status	Projected to December 1966 a/
1. NAMES IN FILE	[redacted]	
2. INDEX CARDS MAINTAINED		
3. NUMBER OF DOSSIERS		
4. INDEX SEARCHES:		
Daily Average		
Annual		
5. NAMES IN "TRIP" FILE		
6. MAN-YEARS APPLIED TO MAINTAINING AND SEARCHING INDEX FILES		
7. SALARY PLUS OVERTIME FOR INDEX FUNCTION		
8. MAN-YEARS APPLIED TO MAINTAINING AND EVALUATING DOSSIERS, ETC.		
9. SALARY PLUS OVERTIME FOR DOSSIER EVALUATION FUNCTION		

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a/Projections are speculative because scope and activity of the files will depend upon numerous variables, such as the development of reporting criteria, travel activity, requests for searches from other agencies, and events influencing White House mail.

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C. Findings

1. A review of the general characteristics of the PRS file system indicates that automation tailored to the operation of the index files would provide a number of advantages over the present manual system, particularly in view of the prospect for considerable growth of the files in the near future.

Automation could:

a. assure that a complete and consistently reliable search of the index files (according to prescribed rules) is made in each and every case. This is a considerable advantage because the thoroughness of a manual search is subject to work pressures, human error and other factors. As a consequence, highly significant information concerning a person may be in the file, but may be completely overlooked.

b. permit rapid searching on any one of several or a combination of identifying characteristics, thus enhancing even further the probability of a successful search. Manual searches on this basis are time consuming and burdensome.

c. reduce the time required to complete a search. This is an advantage in those cases where an "on-the-spot" search is requested (as in the case of White House callers or calls from field offices), but especially when hundreds of names must be searched within a short period of time (as in the case where 3500 names were searched for the President's attendance at the Democratic convention; or when a number of tightly scheduled visits are planned.)

d. free for protective work the time of special agents now devoted to clerical filing and searching operations.

e. avoid the need for a proportionate increase in manpower requirements as the file expands in size and activity. File expansion can be accommodated with a minimum of additional effort and expense in an automated system.

f. permit the system to automatically print out lists of names in various categories of interest, thereby eliminating manual typing effort and decreasing response time. For example, names for referral to a field office in connection with a Presidential trip could be selected and printed out for distribution in a matter of minutes, or, if considered advantageous, the entire trip file could be made available to all field offices as required.

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3. The justification for automating the index files stems from the acknowledged need to provide increased capability for responding accurately and swiftly to information requirements related to the protection of the President. It seems clear that the cost of an automated system will be greater than the present cost of the manually-operated system. Secret Service officials estimated that about six man-years of effort costing about $55,000 is now devoted to the present system. Based on a projected expansion of the files, this will increase to 9 man-years and $83,000 by December 1966, with continuous expansion expected beyond that time. In comparison, the annual operating-cost of an automated system (including rental of equipment) can be expected to range around $100,000 to $150,000, exclusive of almost $200,000 which may be required to develop and install the system. However, this increased cost is not considered prohibitive in view of (a) the advantages in prospect, (b) the anticipated growth of the manual system, the projected costs of which would ultimately approach the cost of the automated system, and (c) the increased costs which would be necessary to bring the effectiveness of the present manual system up to a more satisfactory level.

4. Within the short time available, it was not possible to make a judgment on the feasibility of automating the storage and retrieval of documents contained in the 55,000 dossiers. Such systems can be expensive and must be carefully evaluated in terms of need and the advantages to be gained. At the moment, the problem of storing and retrieving documents is less significant to the Secret Service than that of determining, via a good index system, whether information on a given case is or is not in the PRS files. Therefore, the question of a document storage and retrieval system should be deferred for serious study at a later date, although the possibilities should receive consideration in relation to the design of an automated index system.

5. Much information is exchanged among the law enforcement and intelligence agencies, including the Secret Service. However, the index files of these agencies do not contain similar identifying information. Consequently, when names are referred, verification of the identity of an individual can often be made only by further reference to the dossiers, or cannot be made at all. Almost all index systems of these agencies are now being maintained manually, but most agencies are beginning serious studies of automation possibilities. The general problems caused by this lack of compatibility could be alleviated substantially if the agencies involved were to agree on a set of identifying criteria which, as a minimum, would be incorporated into each system. Agreement on such criteria will not be achieved easily, and it is probable that the stimulus for accomplishing this objective must come from a source above the operating agency level. Such an effort is highly appropriate now, as a consideration in the initial development of automated systems to facilitate the exchange of information among these agencies. Pending such action, the Secret Service, in designing its own system, should give careful consideration for its own purposes to the selection of significant identifying criteria from among such possibilities as: name, date of birth, place of birth, social security number, military service number, sex, occupation, color of eyes, height, unusual physical characteristics, etc. The items selected should have definite identification

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value and should be obtainable in most cases to assure a useful index file. The development of these identification criteria should be coordinated with the major agencies with a view toward (a) requiring these agencies to report all case referrals to the Secret Service in accordance with these criteria, and (b) establishing a standard set of minimum identifying criteria to be used by all agencies.

6. The present manual index files are maintained and operated by special agents, who perform this task in conjunction with their principal duties of evaluating investigative material and performing protective functions. The assignment of agents to perform filing operations represents a misuse of their special qualifications. Further, it is probable that the file system would be more efficient if it were operated by clerical personnel who by nature and training are more adept and inclined toward the performance of such functions. It would be expected that an automated system would be maintained and operated by personnel specifically trained and qualified for this purpose, thus allowing special agents to devote their full time to protective duties.

7. Index and investigative files are maintained by Secret Service field offices which, for working purposes, essentially duplicate those maintained in Washington, D.C. Because of the close working relationships that must exist, the design of a PRS file system for Headquarters should give full consideration to the needs of the field offices and to the exchange of information among these offices.

8. About 95 percent of all referrals to the Secret Service are made by the FBI. This would suggest that possibly all sources of information existing in other law enforcement and intelligence agencies are not being fully utilized. Although the Secret Service has strengthened its contacts with these agencies, these efforts should be expanded to enable the Secret Service to familiarize itself with the kinds and amounts of information available in these agencies so as to encourage effective reporting. It should also participate actively in the cooperative efforts within the intelligence community to improve individual agency systems and to make them more compatible.

D. Recommendations:

1. A project should be undertaken immediately to develop and implement a system of procedures and methods that will best satisfy the objectives of the Protective Research Section. While it is expected that this project will result in an automated system, it is conceivable that further studies may disclose alternative methods that will be more appropriate. The project, which may require 15 - 20 months to complete, should include:

a. a determination of the information needs to be served by the PRS file system;

b. a determination of the information inputs and the sources of such inputs.

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c. a determination of identifying criteria to be used in the index system and, as necessary, a determination of an information code structure;

d. the preparation of procedural flow charts;

e. the preparation of system specifications, to serve as a basis for selection of proper equipment;

f. the selection of equipment;

g. the implementation of the system to the point where it is in satisfactory operation and acceptable; and

h. provision for appropriate system back-up to assure effective operation on a continuing basis in the event of emergencies.

In anticipation of eventually converting to an automatic data processing system, it is recommended that the project team give earliest consideration to means for capturing in machine-readable form all new additions to the file, beginning immediately. This can be done, for example by producting punched cards or punched paper tape as a by-product of the process by which index cards are prepared for the manual system. In this way, the rapid expansion of the files that is anticipated while the study is in progress will not place an undue burden on the task of converting data to machine form, since much of it will have already been prepared in machine form.

2. Beginning immediately, but as a separate effort, criteria to govern the selection of cases of interest to PRS should be developed and agreed upon. The nature of these criteria will determine the ultimate scope of the PRS file activity. Therefore, this task should be completed at an early date so that the results may receive major consideration in the final outcome of the system study.

E. Implementation

To implement Recommendation No. 1 above:

1. A group of four people should be appointed to conduct the project for the Chief of Secret Service. To provide experienced personnel immediately for this task, three of these people should be systems analysts (with ADP background) detailed from Treasury bureaus and one should be recruited by the Secret Service to provide continuity. As the project progresses, the Secret Service should recruit additional personnel of the expertise required to build its own systems capability and permit the eventual release of the detailed personnel as appropriate.

2. An Advisory Committee of three persons should be appointed to advise the Chief of Secret Service and the Project team on the conduct of the project. The Committee members should represent expertise in ADP

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systems and hardware, and could be drawn from other Government agencies and from outside the Government.

3. Funds should be allocated as follows:

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[redacted]

- salaries of 4 persons on Project Team beginning January 1965.
- abstracting index information and converting file additions to machine-readable form.

- salaries of 4 persons for full year.
- abstracting index information and converting entire index file.a/
- rental of equipment for 3 months, assuming target installation date of April 1966.
- preparation of site for equipment (air conditioning, etc.)
- contingency

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a/ This is considered maximum. The cost may be substantially less depending upon the amount of information that must be abstracted from the dossiers for the newly-designed index system.

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